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ABSTRACT

This document is the product of a resolution directing the state board of education to conduct a study of all laws pertaining to compulsory school attendance and related matters. The major portion of the report is based on six studies that examine the extent and cost of truancy, examine the effect of school structures on truancy, create a profile of a Virginia truant, and survey employers, teachers, and judges on such matters as truancy, graduation requirements, attendance age laws, and alternatives to school. The development of competency-based graduation requirements and alternative schools and programs; a reduction of the compulsory school attendance age; the provision of 12 years of free public education, 9 years of which would be compulsory; a reduction in the duplication of effort between community colleges and the public schools; inservice education for guidance personnel; the creation of a network of community-based youth service workers in areas with high rates of truancy and juvenile crime; and the conducting of a longitudinal study of truants and dropouts are recommended. The economic implications of the recommendations as well as their effect on equality of educational opportunity and socialization of youth were also studied. (Author/IRT)

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ED131596

A STUDY OF ALL LAWS PERTAINING TO COMPULSORY SCHOOL ATTENDANCE AND RELATED MATTERS

REPORTED TO
THE GOVERNOR
AND
GENERAL ASSEMBLY OF VIRGINIA

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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SENATE DOCUMENT NO. 9

EA 008 924

COMMONWEALTH OF VIRGINIA
Department of Purchases and Supply
Richmond
1976

COMMONWEALTH of VIRGINIA

STATE DEPARTMENT OF EDUCATION
RICHMOND, 23216

August 26, 1975

The Honorable Mills E. Godwin, Jr., Governor of Virginia
and
The General Assembly of Virginia

Pursuant to Senate Joint Resolution No. 60 which directed the Board of Education to conduct a study of all laws pertaining to compulsory school attendance and related matters, a Committee of diverse membership was appointed and the Committee report was presented to the Board at its meeting in June, 1975.

The Resolution required that the report be submitted to the Governor and General Assembly not later than September 1, 1975.

Under separate cover, we are sending three copies of the report. If additional copies are needed, please advise.

After considerable discussion of the eight recommendations presented in the report, the members concluded that the Committee report should be considered as an interim report and that additional time, at least two years, should be requested so that the report could be evaluated fully and the recommendations considered in terms of the general problem of school attendance and student withdrawal from school. The Board members seem to feel that many recommendations of the report needed to be implemented on a trial basis before consideration could be given to lowering the compulsory school attendance age on a statewide basis. Consequently, motion was made and adopted unanimously that the interim report should be submitted to the Governor and General Assembly and that an additional period of two years be granted in order to make definite recommendations.

Further, by motion made and passed unanimously, it was recommended that legislation be enacted that would allow a locality to reduce the compulsory attendance age to 15 for the next biennum only and that the locality, before lowering the compulsory attendance age, must have developed and submitted for approval by the Board of Education a program indicating how the locality intends to implement reduction of the compulsory school attendance age to 15.

The program which the Board of Education envisions is one that would provide alternative education programs, part-time or evening school education, a report on the availability of jobs, plans for utilization of other youth agencies in the community, and so on.

During the discussion at the Board meetings, it was noted that attention had been directed only to the compulsory school attendance aspect of the report and not to other significant recommendations which necessarily must accompany a reduction in the school attendance age. Consequently, in the months ahead, the Board is hopeful that all concerned will study the entire report so as to understand the rationale supporting the recommendations.

Finally, the Board is aware of much study and work being done in localities throughout the Commonwealth that have a direct bearing on the study report. More time will enable the Board to have benefit of the research and findings of the local school divisions.

Respectfully submitted,

W. E. Campbell

W. E. Campbell
Superintendent of Public Instruction

WEC:mp

REPORT OF THE SPECIAL STUDY COMMITTEE FOR SENATE JOINT RESOLUTION NO. 60

SUBMITTED TO THE BOARD OF EDUCATION

JUNE 27, 1975

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FOREWORD TO THE REPORT

On February 15, 1974 the Virginia General Assembly adopted Senate Joint Resolution No. 60 (SJR 60) directing the Board of Education to do the following:

> Conduct a study of all laws pertaining to compulsory attendance, child labor, workmen's compensation, and any other laws having effect toward barring adolescent youths from the legitimate choice of constructive alternatives to school attendance without special permissions or actions and that said Board make positive recommendations for modifying such existing laws to meet current needs.

Pursuant to the directive, the Board of Education, with the assistance of the Deputy State Superintendent of Public Instruction, established a committee of diverse membership to examine the related issues suggested by the General Assembly in SJR 60. The following report is based on the research efforts and subsequent discussions of that committee between June, 1974 and June, 1975.

The purposes and interests of major societal institutions merge and blend together around the subject of compulsory school attendance. The Committee concluded that truancy and juvenile crime were symptoms of a general breakdown in the traditional processes of youth socialization. In part, this report was intended to address the larger question of the socialization of youth in Virginia.

CHAPTER 1

THE RECOMMENDATIONS

Although the recommendations of the SJR 60 Study Committee are made to the State Board of Education, many of the recommendations have either direct or indirect implications for other groups or agencies. The recommendations of the Committee are presented in this chapter of the report without elaboration. The research and reasoning supporting the recommendations are presented in subsequent chapters.

Recommendation 1

The Committee recommends that the Board of Education direct its staff (with the assistance of local school personnel, citizen groups, and private employers) to develop graduation requirements reflecting achievement of competencies deemed essential to the survival of the individual and the society.

Recommendation 2

The Committee urges the Board of Education to encourage local school divisions to develop alternative schools and/or program alternatives within schools to provide instructional curricular choices for parents and students.

Recommendation 3

The Committee recommends that the Board of Education urge the General Assembly to reduce the compulsory school attendance age requirement in the Commonwealth from 17 years to 16 years effective September, 1976. Also, it is urged that the compulsory attendance law be aggressively and faithfully enforced.

Furthermore, the Committee suggests that the Board of Education request the General Assembly to reduce the compulsory attendance age requirement from 17 years to 15 years in the following school divisions, for a three year trial period, beginning September, 1976: Richmond City, Henrico, Chesterfield, Norfolk, Charlottesville, Roanoke City, Roanoke County, Williamsburg, Suffolk, Culpeper, Buckingham, Fluvanna, and Danville.

Recommendation 4

The Committee recommends that the Board of Education urge the General Assembly to enact legislation to provide each citizen of the Commonwealth with 12 years of free public education beyond kindergarten, within the public school system, 9 years of which would be compulsory and the remaining 3 years for use at any stage of life.

Recommendation 5

The Committee recommends that the Board of Education and the State Board for Community Colleges continue their efforts to eliminate the unnecessary duplication of effort, facilities, and equipment in many program areas.

Recommendation 6

The Committee recommends that the Board of Education immediately move to provide general in-service education for all guidance personnel regarding projected employment opportunities in Virginia.

Recommendation 7

The Committee urges the Board of Education to work with the Division of Youth Services (or other appropriate agencies) to establish a network of community-based youth service workers in areas with high rates of truancy and/or juvenile crime. Further, the Committee urges the Board of Education to work for improved communication, cooperation, and coordination with all other agencies involved with youth services in Virginia.

Recommendation 8

The Committee recommends that the Board of Education, through its Department of Research, undertake a longitudinal study of truants and dropouts in Virginia in an effort to determine the exact magnitude and probable causes of these phenomena.

CHAPTER 2

RESEARCH REPORTS

Six separate studies were made to gather data for the SJR 60 Committee and the recommendations contained in this report were based, in large measure, on the findings of those studies. First, an effort was made to determine the extent of truancy in Virginia by asking each high school principal to indicate the number of truants, by grade level, in his/her school during the 1973-74 term.* The principals also were asked to estimate the staff time spent per week on truancy related problems. Second, the principals were asked to provide information on the instructional and administrative arrangements in their respective schools. Data were gathered on the number and type of required course offerings, elective offerings, alternative programs available, and staff. These data were correlated with truancy rates. Third, twelve schools were asked to provide certain information about ten truants and ten nontruants in order to establish a "profile" of truant characteristics. Fourth, the staffs of the same twelve schools were surveyed to determine their perceptions on selected issues considered relevant to compulsory attendance. Fifth, a sample of Virginia

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* "Truant" was defined as any student who missed 20 percent or more of his membership days during the 1973-74 term.

employers was surveyed to determine perceptions on selected issues considered relevant to compulsory attendance. Finally, the Virginia Juvenile and Domestic Relations District Court judges were surveyed to determine how they perceived the purposes and effectiveness of compulsory school attendance.

The chapter is divided into seven sections. The data collection procedures and selected findings of the six studies are presented in the first six sections. In the final section, the findings related to the recommendations are summarized and the conclusions based on the findings are presented.

THE EXTENT AND COST OF TRUANCY IN VIRGINIA

The Sample and Survey Response

All high school principals in Virginia were sent a questionnaire requesting data concerning student absenteeism and an estimate of staff time devoted to truancy related problems. Of the returned questionnaires, 255 (91 percent) were determined to be usable for the purposes of the study. All of the data were collected by mail. There was one follow-up mailing. The distribution of usable survey returns appears in Table 1.

Table 1

Usable Survey Responses by Location and Size of School

	Large (1200+)	Small (under 1200)	Total
Urban	23	8	31
Suburban	43	8	51
Rural	19	154	173
TOTAL	85	170	255

Definitions

TRUANT: a high school student who missed 20 percent or more of his days in membership during the 1973-74 school year.

TRUANCY RATE: ratio of total truants to total membership, converted to a percentage.

*URBAN SCHOOL SYSTEM: Alexandria, Charlottesville, Danville, Hampton, Lynchburg, Martinsville, Newport News, Norfolk, Petersburg, Portsmouth, Richmond, Roanoke City, Salem.

*SUBURBAN SCHOOL SYSTEM: Arlington, Chesapeake, Chesterfield, Colonial Heights, Fairfax, Falls Church, Henrico, Hopewell, Prince Williams, Roanoke County, Virginia Beach, Williamsburg.

RURAL SCHOOL SYSTEM: All remaining school systems in Virginia, including smaller incorporated areas.

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* determined according to location, land area, and population densities.

Caution in Interpreting Findings

The findings of the survey are subject to nonsampling errors. The nonreturned and unusable questionnaires were considered a minor possible source of errors. The estimates of staff time devoted to truancy related problems were considered a possible source of error. It was concluded that the reported data generally reflected the school situations and possibly represented conservative estimates. Finally, conservative estimates of teacher time and secretarial time devoted to truancy related problems were made on the basis of experience.

Findings

Truancy rates among the grade levels (9-12) were very similar when computed as totals, but there was wide variation within and among the schools, ranging from no truancy to more than 40 percent truancy for a particular grade within a school.

Generally, urban schools were found to have truancy rates significantly higher than either suburban or rural schools. The average rates, by location of school, appear in Table 2.

Table 2

Average and Range of Truancy Rates by Location

	Average Truancy Rates	Range of Truancy Rates
Urban	15.4%	1.4 - 34.4%
Suburban	9.7%	.9 - 28.5%
Rural	8.3%	.4 - 30.5%

There was no statistically significant difference in truancy rates between small and large schools, however, there was a tendency towards lower rates in smaller schools.

In order to obtain an estimate of staff salary costs associated with truancy in Virginia secondary schools, estimates of staff time devoted to truancy were combined with data reported in the 1973-74 Annual Report, Superintendent of Public Instruction. Data concerning staff and salaries were reported as elementary and secondary, and not by grade level. Since there was consistency in truancy rates among grades nine through twelve, an assumption was made that the eighth grade could also be expected to be reasonably consistent. An assumption also was made that for every assistant principal devoting 30 percent of his time to truancy related problems, there existed the equivalent of one secretary devoting 60 percent of her time to these problems. The primary purpose of these staff members was thought to be the implementation and support of the instructional program. Time devoted to truancy related problems, therefore, was considered as time diverted from the instruction of students. The estimate of salary expenditures related to truancy problems was computed by multiplying the percent of time devoted to truancy related problems by the average salary for the position by the number of individuals holding that position. These computations are summarized in Table 3.

Table 3

Estimate of Instructional Salary Expenditures Related to Truancy Problems in Virginia Secondary Schools, 1973-74

Number	Position	Average Time Devoted	Average Salary	Salary Costs
520	Principal	10%	17,323	$ 900,796
850	Asst. Principal	30%	14,922	3,805,110
850	Secretary	60%	5,000	2,550,000
25,000	Teacher	10%	10,368	25,920,000
		Rounded Total		$33,000,000*

* Instructional expenditures diverted to attendance problems

An attempt was made to express the $33 million estimate in terms of per pupil instructional expenditures for truants and nontruants. The computations are summarized in Table 4 and were thought to illustrate the marked disparity in instructional expenditures devoted to truants as compared to instructional expenditures devoted to nontruants.

Table 4

Estimate of Instructional Expenditures Per Student for Truants and Nontruants in Virginia Secondary Schools, 1973-74

ADM Expenditures per student ($990) times percent instruction related (59%) = $584 per student

ADM (400,000) times truancy rate (10%) = 40,000 truants

Nontruants (360,000) ($584) =	$210,240,000
less expenditures diverted to attendance	33,000,000
	$177,240,000

$177,240,000/360,000 = $492/student

Truants (40,000) ($584) =	$23,360,000
add expenditures diverted to attendance	33,000,000
	$56,360,000

$56,360,000/40,000 = $1,409/student

(Ratio of truant to nontruant expenditures = 2.9:1)

THE EFFECTS OF CURRICULAR ARRANGEMENTS ON THE RATE OF TRUANCY IN VIRGINIA

The Sample and Survey Response

The curricular organization survey was mailed to all high school principals in Virginia. Of the surveys returned, 196 (60 percent) were judged to be usable for the purposes of the study. All of the data were collected by mail. The distribution of usable survey returns is shown in Table 5.

Table 5

Usable Survey Returns by Location and Size of School

	Large (1200+)	Small (under 1200)	Total
Urban	19	6	25
Suburban	33	7	40
Rural	15	116	131
TOTAL	67	129	196

Caution in Interpreting Findings

The findings of the survey are subject to non-sampling errors. The non-usable returns were a source of errors. The interpretation of responses for coding purposes also was considered a possible source of error for certain items. Finally, some respondents indicated uncertainty regarding the meanings of the terms "continuous progress" and "phase elective." Submission of erroneous information on questionnaire items containing these terms may have occurred.

Interpretation of the findings in this section requires extreme caution. A correlation is an association only -- it does not necessarily imply the existence of a cause and effect relationship. To say that a variable correlates strongly with low truancy rates does not necessarily mean that the variable is a causal determinant of low truancy rates. Furthermore, even if a causal connection exists between two variables, it is often impossible to determine which is cause and which effect.

Findings

The truancy rates for the schools returning usable survey information were correlated with 51 variables using the Pearson Coefficient method. The data were analyzed by school location.

Four variables were found to have statistically significant correlations* with low truancy rates in urban schools. The strongest correlations were staff ages with truancy rates. Urban schools with younger staffs appeared to experience less truancy generally, and the older the staff, the more truancy. The number of music electives available in an urban school was found to have a strong correlation with lower truancy rates, i.e., the greater number of music electives, the lower the rate of truancy. The giving of credit toward graduation for work experience without a classroom component also correlated with lower truancy rates in urban schools.

Although statistically significant associations were not found between other variables and truancy rates in urban schools, some variables tended to be associated with lower truancy. Some of the variables tending to be associated with low truancy rates in urban schools were:

1. the existence of an external alternative program for disruptive students;
2. the existence of a teacher-advisor program;
3. the existence of sub-schools within a school;

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* The level of confidence was set at .025 for all correlations reported in this section.

4. a large number of electives in the areas of home economics, English, and physical education;

5. a large number of required courses offered as phase-electives;

6. a large enrollment in work-study programs;

7. a high ratio of visiting teachers to total staff;

8. a high ratio of speech and hearing therapists to total staff;

9. a high ratio of nurses to total staff; and

10. the existence of an open-campus lunch program.

Two variables were found to have statistically significant correlations with low truancy rates in suburban schools. Again, the strongest correlations were staff ages with truancy rates. Suburban schools with high ratios of 40-49 year old staff members were found to have lower truancy rates. Suburban schools with high ratios of younger staff tended to have higher rates than others. Another significant correlation was found with the existence of a teacher-advisor program and a low truancy rate.

Other variables that tended to be associated, although the association was not statistically significant, with low truancy rates in suburban schools were:

1. the existence of an external alternative program;

2. a large number of required courses offered as phase electives;

3. a large number of electives in the areas of home economics, English, foreign language, physical education, industrial arts, and math;

4. a large enrollment in work-study programs; and

5. a large number of twelve-week or nine-week course offerings.

Five variables were found to have statistically significant correlations with low truancy rates in rural schools. A large number of vocational-technical offerings; high ratios of visiting teachers, support personnel, and speech and hearing therapists to total staff; and having a large number of 30-39 year old staff were strongly associated with low rural truancy rates.

Other variables that tended to be associated with low truancy rates in rural schools were:

1. the existence of external alternative programs for disabled or disruptive students;

2. an older staff;

3. the existence of a work program granting credit without formal classroom instruction;

4. a large number of electives in the areas of business, English, foreign language, industrial arts, science, and social studies;

5. a large number of semester and/or twelve-week course offerings; and

6. the existence of sub-schools within a school.

THE PROFILE OF A VIRGINIA TRUANT

The Sample and Survey Response

Twelve schools were selected utilizing a cluster sampling technique based on location (urban, suburban, rural), size (large, small), and

truancy rate (high, low). Data was collected for a systematic sample of ten truants and ten nontruants in each school. A 100 percent return was obtained.

Caution in Interpreting Findings

The findings of the survey are subject to nonsampling errors. Data were missing on many student information forms, but more than 90 percent response was obtained for most characteristics and in no case was the response less than 72 percent. From inspection of the student information forms returned, it appeared that some information was either unavailable or deliberately withheld by certain schools. The missing data were considered a source of errors for which measures were not available.

Findings

Data were obtained for the following characteristics of students: IQ, average grades, number of parents at home, number of children in family, standardized achievement test scores, participation in school activities, family income, parent employment, and parent education. The data were tabulated and the frequency distribution for truants and nontruants were compared using the Chi-square test of significance. It was found that statistically significant differences existed between truants and nontruants for all characteristics except (1) the number of parents at home, and (2) the number of children in the family. Although not statistically significant, truants tended to be from larger families more often than nontruants.

Truants tended to have lower IQ scores, lower average grades, and lower standardized achievement test scores. Sixty-two percent of the

truants had D and F grades compared to 5 percent of the nontruants. Sixty-five percent of the truants fell below the 50th percentile on standardized achievement tests compared to 30 percent of the nontruants. Truants tended to participate in school activities less frequently than nontruants. Seventy-one percent of the truants participated in school activities seldom or never compared to 15 percent of the nontruants.

Family income for truants tended to be less than for nontruants. Family income for truants exceeded $10,000 in only 37 percent of the cases compared to 71 percent for nontruants. Parents of truants tended to be employed in less skilled jobs than parents of nontruants. Mothers of truants were employed in skilled or professional jobs in 22 percent of the cases compared to 39 percent of the mothers of nontruants. Fathers of truants were employed in skilled or professional jobs in 59 percent of the cases compared to 89 percent of the fathers of nontruants.

Parents of truants tended to have less formal education than parents of nontruants. Mothers of truants had completed high school or beyond in 38 percent of the cases compared to 68 percent of the mothers of nontruants. Fathers of truants had completed high school or beyond in 47 percent of the cases compared to 78 percent of the fathers of nontruants.

THE EMPLOYER SURVEY

The Sample and Survey Response

The sample was based on 1973 U. S. Department of Commerce (USDC) data for Virginia. Three clusters (100 cases each) were defined on the basis

of "size of employer" (1-50; 51-500; 500+). Seven of the ten major industrial groupings developed by USDC were used to stratify the clusters and quotas were established by type and size of employer according to the percentage of Virginia employment accounted for in 1973, e.g., small manufacturing companies accounted for 6 percent of Virginia employees working for companies employing 1-50. Usable responses were received from 207 establishments or 70 percent of the units sampled. The average respondent was male, 45 years of ago, and had been in his present position 10 years. All of the data were collected by mail. There was one follow-up mailing. The distribution of survey returns appears in Table 6.

Table 6

Survey Returns by Type and Size

Type	1-50	50-100	500+	Total	% of Respondents by type
Manufacturing	6	24	39	70	33.3
Construction	8	11	0	19	9.2
Transportation & Utilities	6	5	8	19	9.2
Retail Trade	21	17	9	47	22.6
Wholesale Trade	8	4	0	12	5.8
Finance, Insurance and Real Estate	3	7	10	20	9.7
Other Service	7	7	6	20	9.7
Totals	59	76	72	207	99.5
% of Respondents by Size	28.5	36.2	34.8	100.0	

Caution in Interpreting Findings

The findings of the survey are subject to nonsampling errors. Non-respondents were a source of errors for which measures were not available.

The survey questionnaires were completed by individuals, and the obtained responses may or may not reflect company policies. Also, there is a chance that some information may have been reported incorrectly.

Findings

Eighty-seven percent of the employers who responded to the survey did not agree with the Virginia compulsory school attendance age requirement of 17 years. Thirty-nine percent thought the age should be 16 years, and 12 percent thought that it should be less than 16 years. Thirty-six percent thought that the required age should be 18 years or more. There were no significant differences between types and sizes of employers.

Fifty-two percent of the responding employers indicated that they thought "youngsters not interested in school should be forced to attend senior high schools." There were no significant differences between types of employers, but a significant difference was found to exist between the perceptions of Virginia employers and those of the general public as reported in the 1972 Gallup Poll of Attitudes Toward Education. According to that survey, 73 percent of the general public was in favor of forced attendance.

Only 30 percent of the responding employers thought that formal schooling was "extremely important" to a person's future success in their companies. This finding contrasted sharply with the findings of the 1973 Gallup Poll. According to the results of that survey, 76 percent of the general public believed that schools were "extremely important" to one's

future success. Sixty-nine percent of the responding employers rated formal schooling as either "fairly important" (55%) or "not too important" (14%). The responses by type of employer for these combined response categories were as follows: manufacturing (77%); construction (79%); transportation and utilities (95%); retail trade (58%); wholesale trade (75%); finance, insurance, and real estate (35%); and other services (65%).

In 1972, Gallup asked people why they sent their children to school. According to the results of that survey, five reasons were frequently mentioned and the Virginia employers surveyed were asked to rank the reasons as to importance. Only those reasons ranked one or two were counted as "mentions."* The employer responses, in order of mentions, and the Gallup findings are presented in Table 7.

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* The conversion from "ranking" to "mentions" roughly coincides with the procedure used in the Gallup surveys. Gallup asked an open-ended question and, after an answer was given, the person being interviewed was asked if he could think of any other reason. According to the published Gallup data, nearly 90 percent of those surveyed provided two reasons. The conversion procedure was used for two other analyses in this section.

Table 7

Reasons Given for Sending Children to School

Reason	Employers %	Employers Rank	Gallup %	Gallup Rank
To stimulate their minds	57	1	15	5
To get better jobs	44	2	44	1
To get along better with people at all levels of society	40	3	43	2
To make more money - to achieve financial success	29	4	38	3
To attain self-satisfaction	26	5	21	4

The employers surveyed were presented a list of nine educational program areas and were asked to identify three that they "would like the local junior and senior high schools to give more attention to." In 1973, Gallup asked the identical question. The ratings of these programs based upon number of mentions by Virginia employers and by the general public, as reported by Gallup, are presented in Table 8.

Table 8

Programs That Need More Attention

Program	Employers %	Employers Rank	Gallup Rank
Teaching students the skills of reading, writing, & arithmetic	60	1	7
Teaching students how to solve problems and think for themselves	57	2	2
Teaching students to respect law and authority	21	3	1
Teaching students how to get along with others	19	4	4
Teaching students vocational skills	17	5	3

Program	Employers %	Employers Rank	Gallup Rank
Teaching students the skills of speaking and listening	12	6	5
Teaching students how to compete with others	7	7	9
Teaching students about the world of today and yesterday (that is, history, geography, and civics)	6	8	6
Teaching students health and physical education	1	9	8

Ninety-four percent of the responding employers said that public schools should "give more emphasis to the study of trades, professions, and businesses to help students decide on careers." The employers surveyed were asked to identify entry-level job competencies essential for success with their companies. The responses were classified under one or the other of six categories and a summary is presented in Table 9.

Table 9

Essential Entry-Level Competencies

Essential Competency	Employers Mentioning Competency - %
Having a positive attitude toward work	67
Being able to read, write, and compute	27
Being able to follow directions and communicate with others	16
Being able to get along with others	16
Being able to reason and solve problems	11
Having a specific vocational skill	7

Seventy-six percent of the responding employers indicated that they would approve a reduction in "the amount of classroom instruction to allow students to make greater use of the educational opportunities outside the school." Thirty-seven percent of the responding employers were participating in a school coordinated work-study program, e.g., Distributive Education, Vocational Office Training, etc., and 24 percent said they had never been asked but indicated that they would consider participating in a work-study program. Put another way, 61 percent of the responding employers either (1) already participated in a work-study program or (2) indicated that they would be willing to consider participation. Only 28 percent of the responding employers participated in some type of formal apprenticeship program but an additional 23 percent indicated that they would consider such a program.

The employers surveyed were asked whether or not they approved of each of five specific alternative educational approaches for "students (who) have no interest in school work as now offered in junior and senior high school and become a problem." A summary of the responses is presented in Table 10.

Table 10

Approval of Alternative Programs

Alternative Approach	Approval %
1. Have special courses which would prepare them for jobs	94
2. Have special programs for students with out-of-the ordinary interests and talents	84
3. Have a work-study program	78
4. Give school credit for volunteer work during the day with approved organizations, e.g., hospital, day care center, etc.	61
5. Have business and industry provide on-the-job training as a substitute for regular school	49

The employers surveyed were presented a list of nine occupational categories considered "hazardous" by both the State and Federal governments. In each case, they were asked whether or not they considered the occupation to be hazardous to the point of excluding persons between 16 and 18 years of age if proper supervision were provided. Fifty percent or more of the responding employers thought that four of the nine categories were not hazardous enough to warrant exclusion of 16-18 year old persons. The four categories and the response-rates appear in Table 11.

Table 11

Disagreement With "Hazardous" Classification
for Selected Occupations

Occupational Category	Response Rate %
1. Occupations involved in the manufacture of brick, tile, and kindred products	67
2. Occupations of motor-vehicle driver and outside helper	64
3. Occupations involved in roofing operations	61
4. Occupations involved in excavation operations	52

Sixty-four percent of the responding employers indicated satisfaction with the existing child labor laws, 30 percent said that the laws should be modified to permit younger persons to take full-time jobs, and 3 percent said that the laws should be modified to exclude all persons under 18 years of age from the labor market.

The employers surveyed were asked their opinions about (1) the "biggest problems" with which the public schools in their communities must deal and (2) the ways their public schools were "particularly good." Each respondent was asked to rank listings of "problems" and "strengths" taken from the 1973 Gallup Poll. Only rankings of one or two were counted as "mentions." The employer rankings, based upon the number of mentions, and the 1973 Gallup findings appear in Tables 12 and 13.

Table 12

Problems Faced by Public Schools

Problem	Employers %	Employers Rank	Gallup %	Gallup Rank
Discipline	54	1	22	1
Pupils' lack of interest	25	2	3	9
Communication problems	25	2	1	10
Parents' lack of interest	17	3	4	8
Integration	14	4	18	2
Transportation	10	5	1	11
Drugs	9	6	10	5
Poor curriculum	8	7	7	7
Difficulty getting good teachers	8	7	13	4
Lack of proper facilities	4	8	4	8
Lack of financial support	4	8	16	3
School board policies	3	9	4	8
Size of schools	1	10	9	6

Table 13

Strengths of Public Schools

Strength	Employers %	Employers Rank	Gallup %	Gallup Rank
Good facilities	31	1	8	3
Teachers	24	2	23	2
Equal opportunity for all	17	3	3	7
Good curriculum	13	4	26	1
Good transportation	13	4	1	10
Teaching methods	9	5	5	5
Parental interest	9	5	2	8
Good discipline	8	6	2	8

THE TEACHER SURVEY

The Sample and Survey Response

The same twelve schools were used for the Teacher Survey as were used for the truant profile study. Usable responses were received from 726 school teachers,* or 97 percent of those sampled. The average respondent was 37 years old and had 11 years experience. All of the data were collected by mail. The distribution of survey returns is presented in Table 14.

Table 14

Teacher Survey Returns by Location and Size of Schools

	Large (1200+)	Small (under 1200)	Total
Urban	166	76	242
Suburban	174	86	260
Rural	149	75	224
TOTAL	489	237	726

Caution in Interpreting Findings

The findings of the survey are subject to non-sampling errors. The responses to several questionnaire items required interpretation for coding purposes. To the extent that open-ended written responses were mistakenly interpreted, the findings contain errors.

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* Includes administrators, guidance personnel, and librarians.

Findings

Eighty-six percent of the teachers surveyed did not agree with the Virginia compulsory attendance age requirement of 17 years. Thirty-four percent thought the required age should be 16 years and 37 percent thought that the age should be less than 16 years. Only 15 percent thought that the age should be 18 years or more. There were no significant differences between urban, suburban, and rural teachers.

Thirty-seven percent of the teachers surveyed thought that disinterested students should be forced to attend senior high schools. This finding was considered to be significant in light of the responses of Virginia employers and the general public to the same question. Fifty-two percent of the employers and 73 percent of the general public supported forced attendance.*

On the question of the importance of formal schooling to one's future success, 61 percent of the teachers answered "extremely." This finding also differed with the apparent perceptions of employers (30 percent) and the general public (76 percent).** There was no significant difference between urban, suburban, and rural teachers on the question.

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* Employer Survey and 1972 Gallup Poll
** Employer Survey and 1973 Gallup Poll

The teachers surveyed were asked to rank order a list of reported reasons why parents send their children to school.* Only those reasons ranked one or two were counted as "mentions."** The teacher responses, in order of mentions, the employer responses, and the 1972 Gallup findings appear in Table 15.

Table 15

Reasons Given for Sending Children to School

Reason	Teachers %	Rank	Employers %	Rank	Gallup %	Rank
To get better jobs	56	1	44	2	44	1
To stimulate their minds	43	2	57	1	15	5
To make more money	42	3	29	4	38	3
To attain self-satisfaction	29	4	26	5	21	4
To get along better with people at all levels of society	25	5	40	3	43	2

The teachers surveyed perceived "personal adjustment problems" and "family problems" as the two major reasons for abnormal absenteeism (65 percent and 42 percent, respectively). The "lack of basic skills" was the third most frequently mentioned reason (29 percent) but urban teachers tended to mention this reason more frequently than their peers in suburban or rural schools.

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* The reasons were taken from the 1972 Gallup Poll results.

** The procedure used in this instance was identical to the one used with the Employer Survey and an explanation appears in the preceding section.

Sixty-seven percent of the teachers thought that "class skipping" was a problem in their schools. Urban and rural teachers tended to perceive this as a problem significantly more often than suburban teachers (88 percent and 68 percent versus 41 percent). This finding was considered important because "class skipping" amounts to "selective truancy" and should be considered with the truancy rates reported earlier in the chapter.

Seventy-two percent of the teachers thought that "attendance should be a direct factor in determining the achievement grade" of a student. Forty-two percent thought their schools had a policy, or made it a practice, to include attendance in the achievement grade.*

The teachers were asked whether or not they thought that the Virginia compulsory attendance law was effectively enforced and only 34 percent answered affirmatively. More suburban teachers (49 percent) thought the enforcement was effective than either urban teachers (26 percent) or rural teachers (30 percent). The teachers who did not think the law was effectively enforced were asked to rank a list of items in response to the question: Where do you believe the fault largely lies? The responses were averaged for each item appearing on the list and the resulting rank order was as follows:

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* For each of the 12 schools surveyed, approximately 50 percent of the staff thought that such a policy existed and 50 percent did not think so.

1. parents
2. the law itself
3. juvenile courts
4. school administrators
5. school teachers

Fifty-nine percent of the teachers surveyed favored the use of performance tests "to determine in part or in whole when compulsory attendance would end." There were no significant differences between urban, suburban, and rural teachers on the issue. Of those teachers who favored the use of performance tests, 38 percent thought that local districts should devise the tests, 40 percent thought that the State Department of Education should do so, and 18 percent thought a "national commission" should devise the tests.

The teachers were asked to list "three to five competencies that you would consider essential for high school graduation." The six most frequently mentioned competencies are presented in Table 16 with the responses employers made to a similar question dealing with essential competencies for success in entry-level jobs.

Table 16

Essential Competencies

Competency	Teachers %	Teachers Rank	Employers %	Employers Rank
Being able to read, write, and compute	89	1	27	2
Being able to follow directions and communicate with others (speaking and listening skills)	28	2	16	3
Having a specific vocational skill	24	3	7	5
Knowledge of history, geography, and civics	19	4	not mentioned	
Having respect for law and authority	14	5	not mentioned	
Being able to get along with other people	12	6	16	3
Having a positive attitude toward work	not mentioned		57	1

Finally, the teachers were presented a list of fifteen specific occupations and asked to indicate which ones they associated with the term "white collar." All fifteen were "white collar" jobs but some were sales related and some service related. Only 50 percent of the teachers associated eight or more of the jobs with the term "white collar." This was considered a significant finding in light of the emphasis on the provision of "career education."

THE JUVENILE JUDGE SURVEY

The Population and Survey Response

The Virginia Juvenile and Domestic Relations Court judges were surveyed in an effort to determine how the judges perceived the purposes and effectiveness of compulsory school attendance. Questionnaires were returned by 49 judges, or 87 percent of the population.

Caution in Interpreting Findings

The findings of the survey are subject to non-sampling errors. The nature of the questionnaire used to survey the judges required considerable interpretation of individual responses before they were summarized. Put another way, the findings presented in this section are interpretations and, to the extent that interpreter bias existed, the interpretations were a source of error.

Findings

The responding judges were in strong agreement that juvenile "status" offenses, e.g., truancy, should be removed from the jurisdiction of the juvenile courts and that the compulsory attendance laws needed revision. Many judges felt that the compulsory attendance law was not enforceable.*

Fifty-nine percent of the responding judges thought that the compulsory age requirement should be reduced, but no other age was mentioned with significant frequency. Some judges advocated the abolition of compulsory attendance while others advocated a minimum level of achievement in lieu of an age requirement.

Many judges expressed the belief that forced attendance for disinterested students was to the detriment of both the individual and the school. The importance of this admission was thought to be underscored by the nearly unanimous agreement on the "extreme importance" of schooling to one's future success.

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* A Richmond judge declared it unenforceable publicly.

SUMMARY AND CONCLUSIONS

Recommendation 1, regarding the development of graduation requirements reflecting achievement of specific competencies, was based on the finding that 59 percent of the teachers appeared to favor the concept. The recommendation was thought to be consistent with existing Standards of Quality guidelines, and also appeared to be consistent with the perceptions of employers regarding (1) programs needing increased attention, and (2) essential entry-level competencies.

The use of specific achievement criteria to calculate credit toward graduation would introduce a measure of control and standardization into secondary schooling in Virginia. This was considered desirable in and of itself. Another reason for the utilization of achievement criteria was thought to be the flexibility that the system would provide if implemented properly. The "continuous progress" concept and individualization of instruction are implicit in the utilization of specific achievement criteria -- especially when the criteria are sequentially arranged.

Teachers thought that "personal adjustment problems" were a major reason for abnormal absenteeism. Defeatism and boredom were thought to be two manifestations of "personal adjustment problems." The proper use of achievement criteria would tend to reduce the possibility of putting individual students into situations that "guaranteed failure for them", i.e., forcing them to compete for grades in specific required courses when they possess neither the skills nor the concepts prerequisite to genuine com-

petition. It is well established that individual students learn different things at different rates. One student, quick to master mathematical concepts, may be slow to develop writing skills while another student may be the opposite. When forced to receive the same instruction, one will likely be defeated or the other bored depending on the level and rate of the presentation of material, activities, etc.

The proper utilization of achievement criteria to calculate credit toward graduation also would tend to place responsibility properly. The individual student would know in advance exactly what is expected of him in order to graduate. The responsibility for learning would be his to accept or reject. It was thought that this aspect of the achievement criteria approach might address the "positive attitude" concern of the employers.

The inclusion of private employers in the process of identifying the essential competencies was considered to be of utmost importance. Preparation for labor force participation was recognized as one purpose of public schooling and, in light of the findings regarding what teachers and employers consider "essential competencies", continued exclusion of employers in curriculum development was seen as being dysfunctional.

The development of alternative schools and/or alternative programs within schools was thought to be consistent with individualization of instruction and the use of performance criteria. Furthermore, the existence of alternative programs tended to be associated with low truancy rates in urban, suburban, and rural areas. Finally, a wide variety of alternative programs appeared to have broad support of employers.

The recommendation to lower the compulsory attendance age requirement was the result of a two-stage reasoning process. First, less than 20 percent of the general public, the teachers, and the employers preferred the age of 17 years. On the basis of this finding alone, change appeared warranted. Second, more than 50 percent of the employers, the teachers, and the judges surveyed thought that the required age should be 16 years or less. This finding was considered evidence of a general recognition of societal changes during the past decade.

Some of the traditional reasons for prolonged compulsory formal schooling no longer existed in 1975 and the continuation of the policy appeared to create more problems than it solved. One of the primary purposes of compulsory public schooling always has been the socialization of youth and this remains a primary purpose. No other institution was thought capable of performing this function to the same degree as the public schools. On the other hand, the public schools were not considered capable of performing the socialization function in total isolation from other institutions. Ample evidence was thought to exist in 1975 to support the proposition that forced compulsory attendance, for a "critical mass" of young people, has become dysfunctional, i.e., rather than socialize some students, it tends to make them anti-social. This "critical mass" appeared to crystalize during the high school years.

The suggestion to lower the age requirement to 15 years in certain school divisions for a 3 year trial period represents an attempt to address

the apparent abnormal truancy problems in some areas of the state. Furthermore, the suggested school divisions are located in areas projected to have more than a sufficient number of entry-level job openings to accommodate additional labor force entrants during the trial period.

The recommendation to provide in-service education for guidance personnel regarding projected employment opportunities in Virginia was based on (1) the discrepancy between the percentage of high school graduates enrolling in colleges and the percentage of projected employment opportunities requiring college training*, and (2) the fact that approximately 50 percent of the teachers appeared to have difficulty distinguishing between "types" of jobs. It was hoped that factual knowledge provided to guidance personnel through in-service experiences would later be disseminated to the teachers in their respective schools.

Many judges indicated a perceived lack of communication, cooperation, and coordination among agencies involved with youth services in Virginia. It was recommended that the Board of Education assume a leadership role in correcting this situation wherever it is found to exist.

The recommendation to undertake a longitudinal study of truants and dropouts represents recognition that the research used as the basis of this report was only seminal. More questions were raised by the findings than were answered by them. Truancy and truancy-related problems were

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* This is discussed at greater length in Chapter 3.

found to be extremely complex and were thought to require further study before final solutions could be proposed.

The recommendations regarding (1) the provision of 12 years of free public education to all citizens, (2) the continued cooperation of the Board of Education with the State Board of Community Colleges, and (3) the establishment of community-based youth worker networks are discussed in Chapter 4.

CHAPTER 3

THE ECONOMIC IMPLICATIONS OF THE RECOMMENDATIONS: THE LABOR FORCE AND THE LABOR MARKET

Given the condition of the American economy in 1975, with unemployment rates estimated between 8 and 15 percent (depending upon the source), it was thought that any recommendation to reduce the compulsory attendance was likely to encounter opposition from organized labor. Compulsory schooling retards the entrance of young adults into the labor market, thereby reducing competition for limited employment slots and, in a time of relatively high unemployment, sustains keen support from those already in the labor force. The Committee recognized the economic conditions in 1975 and anticipated resistance from various quarters to its recommendation to lower the compulsory attendance age requirement. The Committee made the recommendation with the conviction that, if acted upon, its consequences would not lead to economic and social chaos but, on the contrary, were compatible with reasonable employment projections. One purpose of this chapter was to demonstrate that compatibility.

THE PROJECTED LABOR FORCE

The fact that some young people leave school before graduation and enter the labor force was considered to be well established. If the compulsory attendance age requirement were reduced, it seemed reasonable to assume

that some young people would elect to leave school upon reaching the lowered age and at least two important questions were raised on the basis of this assumption: (1) How many young people can be expected to enter the labor force upon reaching the lowered age? and (2) Will enough job slots exist to accommodate these early labor force entrants?

It was thought that the first question could be answered by assuming that the dropout rate would remain more or less constant and by adding an estimated number of students who normally complete school but who might exercise an early exit option if social stigma were not associated with it. An estimate of additional early exists was derived by analyzing data from two sources: The 1974 Gallup Poll of Attitudes Toward Education and The National Longitudinal Study of the High School Class of 1972 conducted by the United States Office of Education (USOE).

The 1974 Gallup Poll involved a special sub-sample of high school juniors and seniors. The following question was addressed to the high school students: If you could get a good full-time job, would you prefer taking the job or would you prefer to continue going to school? Twenty-two percent of the student sample indicated that they would prefer a full-time job.

The USOE reported that 29 percent of the 1972 graduating seniors, who planned full time work rather than further education, said they simply did not like school. The USOE figures represented approximately 18 per-

cent of the total graduating class. Although the two studies are not comparable in strict terms, they were thought to complement each other. Apparently, one out of five high school seniors in 1972 and 1974 did not like school and would have preferred gainful employment to continued schooling.

The Committee concluded that 20 percent of the non-college bound members of any class probably was an extreme estimate of additional early exits but decided to use the figure to compute projections because the projections would tend to represent the maximum number of young people who might enter the labor market upon reaching the lowered age.* The projections appear in Table 1.**

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* The term "early exits" is used throughout this section to refer to those students who would leave school for full-time employment if it were available but who normally stay in school until graduation. Although they would be "dropouts" in the technical sense if they, in fact, decided to exit before graduation, they represent a distinct group of individuals to be considered in addition to the traditional dropout. They can be conceptualized as a second "wave" of dropouts if employment opportunities were available and if the compulsory age were lowered.

** All of the projections appearing in tables in this chapter are crude estimates. They were developed for the Committee as it considered the potential impact of lowering the compulsory attendance age.

TABLE 1

PROJECTION OF NON-COLLEGE BOUND HIGH SCHOOL GRADUATES AND POTENTIAL EARLY EXITS BY GRADUATING CLASS IN VIRGINIA 1975-1980
(In Thousands)

Graduating Class	Total Graduates	Non-College Bound Graduates	Early Exits
1976	64.9	33.9	6.8
1977	65.5	34.2	6.8
1978	65.1	34.0	6.8
1979	64.2	33.5	6.7
1980	63.3	33.0	6.6

From the projections of potential early exits, it was concluded that if all of those young people decided to leave school (a highly unlikely occurance) during the first year after the compulsory age was lowered, approximately 14,300* additional persons would enter the labor force that year, i.e., if the compulsory age were lowered to 15 years in 1976, the potential early exits of the classes of 1976, 1977, and 1978 might decide to leave school immediately (6,800 + 6,800 + 6,800). It was assumed that approximately 29,600* dropouts would be added to the 14,300* potential

* Adjusted for labor force participation rates by sex and age.

early exits because the reduced age would permit the annual anticipated dropouts to leave school two years earlier, i.e., approximately 21,000 students per year normally dropped out before graduating when the "drop-out age" was 17 years, therefore, a two year reduction would permit a one-time additional dropout of 42,000 students (2 x 21,000).

The assumed amounts of early exits and dropouts were thought to be extreme. Many forces were known to operate to keep students in school, e.g., social pressure, job availability, parental pressure, etc., and these forces would not be eliminated by reducing the compulsory attendance age. It was decided to use the extreme figures in the calculations to demonstrate that, even assuming extreme values, the economy could absorb the additional manpower.

To envision the increase in the labor force occasioned by reducing the compulsory attendance age to 15 years, three factors were considered: (1) the number of annual labor market entrants with the present compulsory age of 17 years plus (2) the number of potential early exits if the age were reduced to 15 years plus (3) the number of additional dropouts if the age were reduced. Furthermore, the labor force impact was examined on two levels: (1) the first year of the reduction, which would include one-time only additions, and (2) subsequent years which would "return to normalcy."

In 1975, labor force entrants between the ages of 17 and 22 years could be grouped into four categories: (1) 17 year old high school dropouts

(class of 1976), (2) 18 year old non-college high school graduates (class of 1975), (3) college dropouts, and (4) college graduates (class of 1975). If the compulsory attendance age were reduced to 15 years in 1976, the 1976 labor force entrants would come from nine categories for that year only: (1) 17 year old dropouts (class of 1977), (2) 16 year old dropouts (class of 1978), (3) 15 year old dropouts (class of 1979), (4) 18 year old non-college high school graduates (class of 1976), (5) 17 year old early exits (class of 1977), (6) 16 year old early exits (class of 1978), (7) 15 year old early exits (class of 1979), (8) college dropouts, and (9) college graduates (class of 1976).

In 1977, and subsequent years, the labor force entrants would come from five categories: (1) 15 year old dropouts, (2) 15 year old early exits, (3) non-college high school graduates, (4) college dropouts, and (5) college graduates. The projected civilian labor force entries (age 15-22 years) for 1976-80 appear in Table 2. The number of labor force entrants during 1976 was estimated to be approximately 160 percent of the number in subsequent years.

TABLE 2

PROJECTED 15-22 YEAR OLD LABOR FORCE ENTRANTS BY YEAR, SEX, AND EXIT CATEGORY IF COMPULSORY ATTENDANCE AGE WERE REDUCED TO 15 YEARS IN 1976: 1976-1980 (In Thousands)

	Sex	High School Graduates	Non-College High School Graduates	High School Dropouts	Early Exits	College Graduates & Dropouts	Labor Force Entrants
1976	Male	31.4	16.3	38.1	12.2	14.3	64.8
	Female	35.0	18.6	24.9	8.1	15.7	37.5
	Total	66.4	34.9	63.0	20.3	30.0	102.3
1977	Male	30.9	15.9	12.7	3.9	15.0	38.0
	Female	34.6	18.3	8.3	2.6	16.3	25.5
	Total	65.5	34.2	21.0	6.5	31.3	63.5
1978	Male	30.7	15.9	12.7	3.9	14.8	37.8
	Female	34.4	18.1	8.3	2.5	16.3	25.3
	Total	65.1	34.0	21.0	6.4	31.1	63.1
1979	Male	30.3	15.7	12.7	3.8	14.6	37.4
	Female	33.9	17.8	8.3	2.5	16.1	25.0
	Total	64.2	33.5	21.0	6.3	30.7	62.4
1980	Male	29.9	15.4	12.7	3.8	14.5	37.1
	Female	33.4	17.6	8.3	2.4	15.8	24.7
	Total	63.3	33.0	21.0	6.2	30.3	61.8
GRAND TOTALS		324.5	169.6	147.0	83.3	153.4	353.1

THE PROJECTED LABOR MARKET

It was concluded that, if the compulsory attendance age were lowered to 15 years in 1976, an estimated 102 thousand young people might enter the labor force during that year. The true figure was thought to be between 58 thousand and 102 thousand labor force entrants. From the 1976-1980 projections (Table 2), it was concluded that approximately 353 thousand young people would enter the labor force during that period.

It was thought that the question of the existence of a sufficient number of jobs to accommodate the labor force additions during the 1976-1980 period could be approached in either of two ways: (1) the projected labor force additions and projected job openings could be compared on a year-by-year basis, or (2) the estimated additions and job openings could be compared for the projection period considered as a whole. It was decided to employ the second methodology because various forces were known to operate that tended to restrict the number of individuals entering the labor force during any given year, but the effects of these forces would be "cancelled out" if the period were considered as a whole.

Projections of occupational openings in Virginia for the 1976-1980 period appear in Table 3. The projections were based on the 1975 employment projections and assumed annual growth rates that appeared in the August, 1974 edition of The Virginia Economic Review." An average annual

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* The published 1975 projections were consistent with both the 1974 employment data and the 1975 employment projections published by the Virginia Employment Commission in Economic Assumptions: Fiscal 1976.

growth rate of 2.2 percent, for the projection period, was thought to be reasonable even in the light of the economic recession that existed in 1975. Projected job openings due to replacement of labor force members (column 9) were calculated at 2 percent per year. A two percent replacement rate was thought to reflect "real" openings, i.e., those due to retirement, death, etc., rather than apparent openings due to promotions, transfers, etc.

An analysis of the projections in Table 3 revealed that approximately 393 thousand job openings would occur during the 1976-1980 period. When this projection was compared with the projected number of labor force entrants for the same period, it was estimated that job openings would exceed entrants by approximately 40 thousand. This estimate was considered to be consistent with a 1980 unemployment rate of about 5 percent.

Establishing the probability of a match between the number of job openings and number of labor force entrants during the 1976-1980 period did not resolve, entirely, the question of accommodation. Many jobs were known to require certain levels of educational preparation and the projections were analyzed further to determine the degree of congruence between manpower outputs associated with various educational attainment levels and types of job openings.

It was assumed that most professional and technical jobs required at least some college-level preparation. Further, it was assumed that many managerial and administrative openings would be filled by persons

TABLE 3

OCCUPATIONAL OPENINGS FOR GROWTH AND REPLACEMENT
VIRGINIA, 1976-1980 (In Thousands)

Occupational Group	1976 Employment Projected	Percent 1976 Total Employment	Projected Annual Growth Rate	1977 Employment Projected	1980 Employment Projected	Percent 1980 Total Employment	Job Openings for Growth 1976-1980 No.	Job Openings for Growth 1976-1980 % Change	Job Openings for Replacement of 1976-80 Annual Employment at 2%	Total Projected Job Openings 1976-1980	Percent 1976-1980 Total Openings
Professional & Technical	343.0	17.1	3.3	353.3	389.4	17.9	47.4	13.8	36.5	83.9	21.3
Managers & Administrators	168.0	8.4	2.0	171.4	181.8	8.4	13.8	8.2	17.5	31.3	7.9
Service Workers Except Private Household	202.0	10.1	2.4	206.8	222.1	10.2	20.1	9.9	21.2	41.3	10.5
Clerical Workers	372.0	18.6	2.9	382.7	417.0	19.1	45.0	12.1	39.4	84.4	21.4
Sales Workers	128.0	6.4	2.1	130.7	139.1	6.4	11.1	8.7	13.3	24.4	6.2
Craftsmen & Foremen	280.0	14.0	2.0	285.6	300.1	13.9	23.1	8.2	29.1	52.2	13.3
Private Household Workers	34.0	1.7	-1.7	33.4	31.7	1.4	--	-6.7	3.3	2.3	1.0
Operatives	329.0	16.9	1.8	344.0	363.0	16.7	23.0	7.4	35.0	60.0	15.2
Non-Farm Laborers	86.0	4.3	-	86.0	86.0	4.0	--	--	8.6	8.6	2.2
Farm Workers	42.0	2.1	-2.0	41.2	38.7	1.8	--	-8.0	4.0	4.0	1.0
TOTALS	1942	99.6	2.2	2035.1	2171.9	99.8	185.5	9.9	207.9	393.4	100.0

with some college-level preparation. From Table 3, it was estimated that approximately 115 thousand openings would occur in these two categories during the projection period. From Table 2, it was estimated that approximately 101 thousand persons with 1-4 years of college-level preparation would enter the labor force during the period. These estimates appear in Table 4.

TABLE 4

COLLEGE LABOR FORCE ENTRANTS AND PROJECTED JOB OPENINGS IN PROFESSIONAL, TECHNICAL, MANAGERIAL, AND ADMINISTRATIVE CATEGORIES: 1976-1980
(In Thousands)

	College Graduates & Dropouts	Labor Force Entrants	Projected Job Openings
Male	73.2	58.6	--
Female	80.2	52.1	--
Total	153.4	101.7	115.0

Although job openings, in these two categories, appeared to outnumber labor force entrants with college-level preparation by approximately 14 thousand, this was not considered cause to encourage increased numbers of high school students to attend college. It was thought that many managerial and administrative jobs would be filled by promoting persons who previously occupied positions in other categories, e.g., craftsmen, salesworkers, etc.

According to State Department of Education data, approximately 50 percent of Virginia 1974 high school graduates enrolled in colleges. Based on projected employment opportunities, it was concluded that if this 50 percent rate were sustained beyond 1980, many persons with college-level training would be forced either to accept jobs that did not require such training or enter the ranks of the unemployed upon leaving college.

Again from the projections in Tables 2 and 3, it was estimated that approximately 250 thousand non-college labor force entrants would be competing for an estimated 278 thousand job openings that would not require college-level preparation. These estimates are presented in Table 5.

TABLE 5

NON-COLLEGE LABOR FORCE ENTRANTS AND PROJECTED JOB OPENINGS IN SERVICE, CLERICAL, SALES, CRAFTSMEN, HOUSEHOLD, OPERATIVE, NON-FARM, AND FARM CATEGORIES: 1976-1980
(In Thousands)

	Total High School Exits	Labor Force Entrants	Projected Job Openings
Male	195.7	156.6	--
Female	166.6	93.3	--
Total	362.3	249.9	278.0

Based upon analyses of labor force and labor market projections for the 1976-1980 period, it was concluded that sufficient employment opportunities would exist to accommodate anticipated labor force increases from a lowered compulsory attendance age -- even if the projected increases were based upon extreme assumptions, e.g., that all potential early exits would leave school upon reaching their fifteenth birthdays. Further, it was concluded that the supply-demand accommodation would be educationally balanced, i.e., college trained entrants and jobs requiring college training, etc., although it was thought that this perceived balance would cease to exist after 1980 if high school graduates continued to enroll in colleges at the 1974 rate (50%).

Finally, the Committee accepted, as reasonable, the estimate of Edwin Holm* that approximately 25 percent of the job openings during the projection period would require eight years or less of schooling. The Committee considered the possibility that future adult attempts to entice, cajole, and/or coerce all adolescents to remain in school until graduation may become economically and socially dysfunctional to the degree that they are successful. It was thought that this possibility would become a probability if the public continued to view formal education solely as preparation for employment.

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* Mr. Holm is Director of Research, Division of Industrial Development, State of Virginia.

CHAPTER 4

EQUALITY OF EDUCATIONAL OPPORTUNITY AND THE SOCIALIZATION OF YOUTH

It has been argued that if the compulsory attendance age is lowered, inner city children and those living in rural slums would suffer. According to the argument, middle class parents would send their children to school even without attendance laws, but lower class parents would be less likely to see the benefits of schooling and permit their children to drop out.* This argument was considered plausible and the further question was posed: Who should decide the amount of a person's schooling?

The ability to recognize and weigh consequences was considered prerequisite to having the right to make decisions, and it was thought that allowing 15 year old adolescents to unilaterally decide the amount of schooling they should have bordered on abdication of adult social responsibility. Three types of decisions were distinguished. Decisions that affect only the decision maker were considered personal. If more than one person made a decision and the consequences affect only those persons, the decision was considered

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* Smith, B. O. and Daniel Orlosky. Socialization and Schooling. Bloomington: Phi Delta Kappa, 1975. Much of the reasoning in this section was either provided by Smith and Orlosky or suggested by something they said.

private. Decisions that affect persons other than the decision makers were considered public. The amount of compulsory schooling was thought to be a public decision. However, time spent in schools was not seen as the defining characteristic. The public concern was thought to be related to (1) the acquisition of basic skills, concepts, etc. considered necessary for the health of the society, and (2) the socialization of youth.

Although it was concluded that the amount of schooling was a public decision, a personal dimension was recognized. The positive correlation of level of educational attainment with achieved socio-economic level had been well established by 1975 and any decision that could be construed as narrowing educational opportunities for identifiable groups was considered morally suspect. With this in mind, the Committee recommended that Virginia provide 12 years of free public education for all citizens beyond kindergarten and that individuals be permitted to utilize the last 3 years at any stage of life. The recommendation, if acted upon, would tend to cancel the traditionally irreversible nature of a decision to terminate formal schooling. High school aged adolescents who decided to discontinue schooling for a period of time (and who should be allowed to do so in order to protect the educational rights of their peers) could continue their formal education at a later time when the benefits of the experience would be increased for both the individual and the society. The provision of 12 years of free schooling also would tend to equalize the traditional

advantage of children fortunate enough to have middle and upper class parents.*

Furthermore, in recognition of existing conditions in the inner city and the rural slum areas of the Commonwealth, the Committee recommended the establishment of networks of community-based youth workers as an attempt to offset the perceived effects of a lower socio-economic environment on the educational aspirations of children. The proposed youth workers were conceived as "facilitators" of the two-way accommodation-assimilation process between middle class institutions and lower class children, i.e., they were envisioned as assisting the child in identifying educationally related social realities and also as assisting the schools in recognizing learning and adjustment problems more or less peculiar to children with below average environmental backgrounds.

The recommendation regarding the continued cooperation of the Board of Education and the State Board for Community Colleges to eliminate unnecessary duplication was made in light of the perceived cost of such duplication and the anticipated cost of a 12 year educational program. It was thought that the savings resulting from the elimination of unnecessary duplication would offset, to a significant degree, the additional expense associated with the 12 year provision.

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* The 12 year provision was not thought of strictly in the narrow terms of established formal programs. Rather, the opportunities envisioned here include those normally associated with the term "continuing education."

Finally, it was concluded that the Virginia business community (more-so than any other institution) must join hands with the public schools in the effort to make the process of youth socialization a successful endeavor. In American society, the job has become the "rite of passage" from childhood to adulthood. American youths in 1975 were thought to be maturing at earlier ages than their parents and grandparents had in previous eras. Forced prolonged adolescence through compulsory school attendance was seen as defeating the socialization objective of the institution and of society in general. Senate Joint Resolution 60 was perceived as official recognition of (1) the breakdown in the traditional vertical socialization process and (2) the growing phenomenon of horizontal socialization, e.g., the peer group influence within the "youth counterculture." Evidence of the ineffectiveness of the traditional vertical socialization machinery was provided by employers in their concern regarding "positive attitudes toward work." The schools have failed to transmit the attitudes, skills, and knowledge of the dominant culture to large numbers of dominant culture youths and minority culture youths; and as a result, a critical mass of young people has not been satisfactorily assimilated into the adult community.

Insufficient effort, on the part of the schools, was not considered to be a reason for the failure. According to James Coleman, most socialization functions traditionally were carried out within the family structure.* The traditional extended family was age-heterogenous and provided many

* James C. Coleman. "The Relation Between Youth and Adults." Address delivered at the University of Virginia, April, 1975.

opportunities for frequent and prolonged interaction between youths and adults. As the family shrunk in size and function, institutional assumption of socialization responsibilities occurred. The institution which assumed the major share of socialization responsibilities was the public school. The Committee concluded that the schools were better equipped to deal with many of these responsibilities than other institutions but the schools were not considered capable of meeting all the responsibilities associated with the socialization of youth. Furthermore, it was thought that they were never intended to accomplish the task in relative isolation from other institutions.

Coleman saw the post World War II "baby boom" as a major contributing factor in the apparent malfunctioning of the traditional vertical socialization process. During the 1960's a shortage of adults, necessary for operation of the traditional socialization machinery, was experienced and various forms of peer socialization developed. Shortages of teachers, little league coaches, Boy Scout leaders, etc. were experienced, and the schools were asked to assume more of the socialization responsibilities than they were capable of meeting.

As the post-war babies grew into adulthood during the early 1970's and the disproportion between youth and adult cohorts began to decrease, it was thought that much of the traditional socialization machinery could be revived. It was concluded, however, that the revival was not likely to occur without deliberate efforts on the part of adults and especially middle-aged adults.

The young adults of the 1970's did not have much experience with socialization outside the school, and it was considered probable that they were rather ill-equipped to revive institutions with which they had little or no experience themselves.

It was considered imperative that the Virginia business community encourage and make possible increased adult-youth interaction apart from the immediate school environment in two ways. First, by encouraging adult employees to become involved in community-based activities that facilitiate the socialization of youth, e.g., Boys Clubs, little leagues, church groups, Boy Scouts, Big Brother organizations, community renovation projects, etc. Second, by cooperating with schools and other youth service institutions to increase the number of work-experience opportunities open to high school aged adolescents.

APPENDICES

Name of School _____ School Division _____

Virginia High School Principals

Please complete the following and return within five (5) days in the envelope provided. Thank you.

1. STUDENT ABSENTEE DATA: Please indicate below the number of students at each grade level indicated that is housed in your building who missed 20 percent or more of their membership days in the 1973-74 school year. (For a student who was in membership during the entire year, this would be 180 x .20 = 36 days, or more, absence from school according to your official attendance records).

	9	(+)	10	(+)	11	(+)	12	(=) TOTAL FOR SCHOOL
1973-74:	_____		_____		_____		_____	_____

2. How many students did you have in each of the following categories during the 1973-74 school year?

R_1 _____ W_2 _____ W_8 _____

R_2 _____ W_4 _____ W_9 _____

R_3 _____ W_5 _____

3. What is your estimate of staff time spent per week on truancy related problems in your school? For instance, if one counselor spends an average of one hour per day or five hours per week on truancy related problems, the percentage for the counselor would be 5/35 or 14%.

Number		% Time Spent on Truancy Related Problems per Week
1	Principal	_____
_____	Assistant Principals	_____
_____	Counselors	_____

School _____ School Division _____

I. GENERAL

A. How was your curriculum organized as of 10-1-74?

Number	Length of Course	Number	Length of Course
_____	year long courses	_____	nine week courses
_____	semester courses	_____	continuous progress courses
_____	twelve week courses	_____	other (explain):

B. Was your school organized on a subschool (schools within a school) plan? _____ yes _____ no

1. If yes, check (✓) how the subschools were organized:

_____ a. alphabetic categories (students divided in to subschools based upon last names).

_____ b. grade level (i.e. all ninth graders in one subschool, all tenth graders in one subschool, and so on).

_____ c. geographic areas (all students living in one section of the school attendance district in one subschool, and so on).

_____ d. random assignment (equal numbers in each subschool).

_____ e. student choice based upon interest areas (for example, fine arts subschool; career subschool; etc.).

_____ f. student choice based upon time manner of education (for example, modularly scheduled subschool; open subschool; etc.).

_____ g. other (explain):

2. If e. or f. were checked above, what percentage of your students elected these alternatives as opposed to a more traditional program?

_____%

C. Does your school have an "open campus" policy wherein students may leave the school grounds when they do not have a scheduled class (this would include all times as study periods and lunch)?

_____ yes _____ no

D. If C. above is no, do you have a modified "open campus" policy which allows students to leave for lunch only (without a daily "check-out, check-in" procedure)?

_____ yes _____ no

II. REQUIRED COURSES: Chart II (below) when completed should indicate the nature and enrollment eligibility of your school's required course program on 10-1-74. Some schools fulfill those requirements solely by year long courses, others solely by phase elective programs, still others by a mixture of the two. Please fill in the chart to reflect accurately the situation at your school.

CHART II

Fill in data depending upon how these requirements can be and are being met at your school as of 10-1-74. (Leave areas blank where such options are not open or do not exist.

The Eleven State Mandated Courses Required for Graduation	PHASE ELECTIVE PROGRAMS					YEAR LONG PROGRAMS			
	Duration of Course in Weeks (For example, 9 weeks, 12 weeks, etc.)	Simply check (✓) which grades have these courses open to them under a phase elective program.				Check which grades by course are eligible for enrollment through a year long program.			
		9	10	11	12	9	10	11	12
English 9									
10									
11									
12									
Mathematics (Basic)[1]									
Lab Science (Basic)[1]									
World Studies (World Hist. and/or Geog.)									
Amer. Studies (11-U.S. Hist.)									
Amer. Studies (12-U.S. Govt.)									
Health & P.E. 9									
Health & P.E. 10									

[1] check only for the basic or first year course in these areas.

III. ELECTIVE COURSES: Chart III, when completed, should indicate the nature, scope, and enrollment eligibility of your school's elective program as of 10-1-74.

CHART III	ELECTIVES - by area (List only those being offered on October 1, 1974).	DURATION OF COURSE in weeks. (1 or example: a yr. course=36 wks)	ELIGIBILITY - Check (✓) which grade levels are eligible to enroll in each course (if a certain grade is not allowed to take a course, leave slot blank).			
			9	10	11	12
ART						
BUSINESS EDUCATION						
CONSUMER AND HOMEMAKING EDUCATION						
ENGLISH						
FOREIGN LANGUAGE						
HEALTH, PHYSICAL, DRIVER EDUCATION						
INDUSTRIAL ARTS						
MATHEMATICS						
MUSIC						
SCIENCE						

CHART III (continued)	ELECTIVES:	DURATION:	ELIGIBILITY: 9	10	11	12
SOCIAL STUDIES						
VOCATIONAL PROGRAMS						
VOCATIONAL & TECHNICAL PROGRAMS						
OTHERS						

IV. ALTERNATIVE PROGRAMS (programs which provide alternative approaches to teaching and learning rather than traditional methods).

A. Whether or not you have an alternative program in your building, does your school system have such alternative programs located outside your building?

_____yes _____no

B. For what purpose is the program organized? To work with the:

_____ a. exceptional student _____ c. disruptive student

_____ b. student with a learning disability _____ d. other (explain):

C. On what basis are students assigned to such a program?

_____ a. student choice _____ c. both a. and b.

_____ b. school system's decision _____ d. other (explain):

V. CREDIT FOR EMPLOYMENT

A. Does your school offer credit for employment? _____yes _____no

B. Is credit for such employment awarded as part of related classroom instruction in that field?

_____yes _____no

1. Number of students in this type of program by grade as of 10-1-74:

_____9 _____10 _____11 _____12

C. Is there a program for credit for work (under school supervision) where classroom instruction is not part of the program?

_____yes _____no

1. If yes, please identify the types of programs and employments covered:

2. Number of students in this type of program (C.) by grade as of 10-1-74:

_____9 _____10 _____11 _____12

VI. STAFF (figures as of 10-1-74)

* In questions A. through F. which follow, please answer in terms of full time position equivalencies. (If 50% of a person's workday is spent in service to your school, the full time equivalent would be .5).

_____ A. Number of full time teaching positions

_____ B. Number of full time guidance counselor positions

_____ C. Number of full time administrative positions

_____ D. Number of full time teacher aide positions

E. To indicate the number of professional support positions which your school division makes available to you, complete the chart below in terms of full time equivalencies:

_____ 1. Visiting teacher(s)

_____ 2. School psychologist(s)

_____ 3. Vocational rehabilitation counselor(s)

_____ 4. Speech-hearing therapist(s)

_____ 5. School nurse(s)

Other support positions (specify):

_____ 6. _____

_____ 7. _____

_____ 8. _____

_____ 9. _____

_____ 10. _____

F. Staff Age (10-1-74) (include all people described in A., B., C., D.)

	number		number
Below 20	_____	50-59	_____
20-29	_____	60-69	_____
30-39	_____	70 and above	_____
40-49	_____		

G. Does your school have a teacher advisor program where each teacher is assigned a group of approximately 15 to 20 students for personal counseling and to advise on academics and the like?

_____yes _____no

VII. SCHOOL ATTENDANCE/ENROLLMENT (ADM= average daily membership; ADA=average daily attendance)

	9	(+)	10	(+)	11	(+)	12	(=) Total (for school)
ADM Year 1973-74	_____		_____		_____		_____	_____
ADA Year 1973-74	_____		_____		_____		_____	_____
ADM for month of OCTOBER 1974	_____		_____		_____		_____	_____
ADA for month of OCTOBER 1974	_____		_____		_____		_____	_____

STAFF QUESTIONNAIRE FOR SELECTED VIRGINIA HIGH SCHOOLS

1. A recent survey revealed that most parents send their children to school for the reasons listed below. In your opinion, as an educator, what is the order of importance of those reasons. Please rank them 1-5 (1=most important).

Rank	Reason
_____	a. to attain self-satisfaction
_____	b. to make more money - achieve financial success
_____	c. to get along better with people at all levels of society
_____	d. to get better jobs
_____	e. to stimulate their minds
_____	f. other (explain)_____

2. Some students have noticeably poor attendance. Please check the two most frequent reasons why this is so, according to your perception.

_____ personal illness
_____ lack of basic skills
_____ irrelevant curriculum
_____ family problems
_____ need for money
_____ personal adjustment problems
_____ other (specify):
_____

3. Do you believe that class skipping is a problem at your school?
_____ Yes
_____ No

4. Do you believe that a student's attendance should be a direct factor in determining the achievement grade?
_____ Yes
_____ No

5. Is it a policy or practice at your school to include attendance in the achievement grade?
_____ Yes
_____ No

6. In all states but one, children are required to go to school until they reach a certain age. If you were one to decide, what should be the age in Virginia?

_____ 14 years
_____ 15 years
_____ 16 years
_____ 17 years
_____ 18 years
_____ 19 years
_____ no minimum age

7. Do you believe that the present Virginia compulsory attendance law is effectively enforced?
_____ Yes
_____ No

If no, where do you believe that the fault largely lies? Please rank 1-5 (1=most fault).

_____ a. the law itself
_____ b. parents
_____ c. school administrators
_____ d. school teachers
_____ e. juvenile courts
_____ f. other (specify):_____
_____

8. Do you believe those youngsters not interested in school should be forced to attend senior high schools (grades 9-12)?

_____ Yes
_____ No

9. In your opinion, how important is formal schooling to one's future success?

_____ extremely important
_____ fairly important
_____ not too important
_____ no opinion

10. Would you favor a compulsory attendance law that permitted the use of performance tests to determine in part or in whole when compulsory attendance would end?

_____ Yes
_____ No

If yes, who should determine the essential competencies and devise the tests (check only one)?

_____ a. local school district
_____ b. state department of education
_____ c. a national commission
_____ d. other (specify): _____

Please list from three to five competencies that you would consider essential for high school graduation:

a. _____
b. _____
c. _____
d. _____
e. _____

11. Please check each of the jobs listed below that you associate with the term "white collar."

_____ shoe salesman	_____ lawyer	_____ realtor
_____ clothing salesperson	_____ keypunch operator	_____ photographer
_____ bank teller	_____ computer operator	_____ teacher
_____ grocery cashier	_____ airline stewardess	_____ store manager
_____ office secretary	_____ insurance salesperson	_____ hardware salesperson

12. Your age is _____.

13. Your sex is _____.

14. Your number of years experience as an educator is _____.

15. Your primary department or subject area is _____.

1973-74 STUDENT INFORMATION

High absentee student (truant) = green form
Low absentee student (nontruant) = white form

1. IQ score: _____ 120 and up _____ 80-99
_____ 100-119 _____ below 80

2. Average grades (or GPA's): _____ A-B (above 2.7)
_____ C (1.3-2.7)
_____ D-F (up to 1.3)

3. Number of parents at home: _____ none
_____ one
_____ two

4. Number of children in family: _____ 3 or fewer
_____ 4 or more

5. Average standardized achievement scores: _____ 75-100 percentile _____ 25-49
_____ 50-74 _____ 0-24

6. School activities: _____ frequent participant
_____ sometime participant
_____ non-participant

7. Family income range: _____ under $3000 _____ $7,500 - 9,999
_____ $3,000 - 4,999 _____ $10,000 - 14,999
_____ $5,000 - 7,499 _____ $15,000 and over

8. Parent employment:

	Mother	Father
Unemployed or non-labor force	_____	_____
Unskilled labor	_____	_____
Skilled labor/clerical/sales	_____	_____
Professional/managerial	_____	_____

9. Parent education:

Elementary grades	_____	_____
High school incomplete	_____	_____
High school complete	_____	_____
Technical, trade, or business	_____	_____
College incomplete	_____	_____
College graduate	_____	_____

EMPLOYER SURVEY

IN CONNECTION WITH SENATE JOINT RESOLUTION NO. 60

VIRGINIA STATE DEPARTMENT OF EDUCATION

EMPLOYER SURVEY

I. General Information

Please check (✓) the appropriate response:

1. This company is best described as (check one):

____manufacturing	____retail trade
____construction	____wholesale trade
____utilities	____finance, insurance or real estate
____transportation	____other (explain) _____

2. The number of company (plant) employees is:

____1-50 ____51-500 ____501+

3. The location of the respondent's company is best described as:

____urban ____suburban ____rural

4. The term "entry level jobs", as used in this study, refers to those jobs which require neither post high school education nor prior experience for initial employment. The number of entry level positions in this company is:

____1-50 ____51-100 ____101+

5. Annually, the number of persons hired for entry level positions by this company (plant) is:

____1-25 ____26-50 ____51-75 ____76-100 ____101+

6. Your age is _____. 7. Your sex is _____.

8. You have been in your present position _____ years.

9a. Is your company presently participating in a school coordinated work-study program, e.g., Distributive Education, Vocational Office Training? ____yes ____no

b. If yes, how many students are involved (approximately)? _____

c. If no, has your company ever been approached on this matter? ____yes ____no

d. If no, would your company consider employing high school students as part of a work-study program?
____yes ____no

10a. Does your company presently have a formal apprenticeship program? ____yes ____no

b. If yes, how many apprentices are presently employed? _____

c. If no, would your company consider a formal apprenticeship program? ____yes ____no

II. Opinion

1. In each state children are required to go to school until they reach a certain age. If you were the one to decide, what would be the age in this state?

____14 years	____18 years
____15 years	____19 years
____16 years	____no minimum age
____17 years	

2. Do you believe those youngsters not interested in school should be forced to attend senior high schools (grades 9-12)? ____yes ____no

3. In most communities, students can learn many things outside the school. Would you approve or disapprove if the schools in your community reduced the amount of classroom instruction to allow students to make greater use of the educational opportunities outside the school?

____approve ____disapprove ____no opinion

4. In your opinion, how important is formal schooling to one's future success in your company?

____extremely important	____not too important
____fairly important	____no opinion

5. In your opinion, what do you think are the three problems with which the public schools in your community must deal? (Rank your responses. You do not need to include all items in the ranking.

Rank	Problem
____	a. communication
____	b. transportation
____	c. lack of discipline
____	d. pupil's lack of interest
____	e. use of drugs
____	f. school board politics
____	g. poor curriculum
____	h. lack of financial support
____	i. size of schools
____	j. lack of preparation
____	k. difficulty in getting "good" teachers
____	l. integration/segregation
____	m. parents' lack of interest
____	n. other (explain)
____	o. no opinion

6. In your opinion, in what ways are the local public schools particularly good? Please rank your responses. You do not need to include all items in the ranking.

Rank	Strength
____	a. the teachers
____	b. parental interest/participation
____	c. good discipline
____	d. kids are kept off the street
____	e. transportation system
____	f. equal opportunity for all
____	g. the curriculum
____	h. school facilities
____	i. extra-curricular activities
____	j. up-to-date teaching methods
____	k. no racial conflicts
____	l. small school/classes
____	m. good student-teacher relationships
____	n. good administration
____	o. other (explain)
____	p. no opinion

7. A recent survey revealed that most parents send their children to school for the reasons listed below. In your opinion, as an employer, what is the order of importance of those reasons. Please rank them 1-5.

Rank	Reason
____	a. to attain self-satisfaction
____	b. to make more money-achieve financial success
____	c. to get along better with people at all levels of society
____	d. to get better jobs
____	e. to stimulate their minds
____	f. other (explain)

8. Should public schools give more emphasis to a study of trades, professions, and businesses to help students decide on their careers? ____yes, more emphasis ____no ____no opinion

9. What are the sources of information you use to judge the quality of the schools in your company; that is, where do you get your information about the schools, e.g., newspapers, T.V., radio, P.T.A., etc.?

10. Which three of the educational programs listed below would you like the local junior and senior high schools to give high priority to? (Rank your responses, 1, 2, 3).

Rank	Program
____	a. Teaching students the skills of reading, writing, and arithmetic
____	b. Teaching students about the world of today and yesterday (i.e., history, geography, and civics)
____	c. Teaching students how to compete with others
____	d. Teaching students how to realize potentials and limitations for themselves
____	e. Teaching students how to get along with others
____	f. Teaching students to respect law and authority
____	g. Teaching students the skills of speaking and listening
____	h. Teaching students health and physical education
____	i. Teaching students vocational skills

11. In what occupation, which are the [illegible] necessary for success in the entry level jobs in your company, if any, what competencies [illegible] are expected to have normally developed through on-the-job training?

12. Some students seem so interested in school work [illegible] offered in junior and senior high school and they become a problem. There are some ways that have been suggested for dealing with these students. Please indicate, on the rating scale provided, which of the following you approve of.

a. Have business and industry provide on-the-job training as a substitute for regular school.
____approve ____disapprove ____no opinion

b. Have special courses which would prepare them for jobs.
____approve ____disapprove ____no opinion

c. Have a work-study program (1 day in school, 1 day on the job training).
____approve ____disapprove ____no opinion

d. Give school credit for volunteer work during the school day with an approved organization such as a local hospital, day care center, and the like.
____approve ____disapprove ____no opinion

e. Have special programs for students with out-of-the-ordinary interests and talents.
____approve ____disapprove ____no opinion

13. In your opinion, what incentives could be provided by government (including the schools) that would promote expanded hiring of 16-18 year olds by your company?

14. The occupations listed below are considered "hazardous," by both the State and Federal governments. In the light of present safety regulations, etc., do you consider each of these to be hazardous to the point of requiring the exclusion of persons between 16-18 years of age, if proper supervision were provided?

Yes	No	
____	____	a. Occupations of motor vehicle driver and outside helper.
____	____	b. Occupations involved in the operation of elevators and other power-driven hoisting apparatus.
____	____	c. Occupations involved in the operation of power-driven metal forming, punching, and shearing machines.
____	____	d. Occupations involving slaughtering, meat packing or processing, or rendering.
____	____	e. Occupations involved in the manufacture of brick, tile, and kindred products.
____	____	f. Occupations involved in the operation of circular saws, band saws, and guillotine shears.
____	____	g. Occupations involved in wrecking, demolition, and shipbreaking operations.
____	____	h. Occupations involved in roofing operations.
____	____	i. Occupations in power-driven woodworking.

15. The Virginia child labor laws* permit the full-time employment of young people 16 years of age, in any occupation other than a non-agricultural occupation declared hazardous by the U. S. Secretary of Labor. Seventeen-year-olds are permitted to work whatever hours they will. Fifteen-year-olds may work as they do not begin school (if any) or may attend school 12 hours per day. Seventeen-year-olds may not work during school hours unless employment is part of a school-directed work-study program.

Children 14 and 15 years of age may be permitted to work during school hours unless employment is part of a school-directed work-study program. Hours employed may not exceed 3 per day and 18 per week when school is in session.

In your opinion, the child labor laws should

____be maintained in their present state.
____be modified to permit younger persons to take full-time jobs.
____be modified to exclude all persons under 18 years of age from the labor market.
____other (explain)

*Section 40-112 of the Code of Virginia

QUESTIONNAIRE

RESPONDENT'S NAME: _____

YEARS ON BENCH: _____

LIST COUNTIES & CITIES
SERVED BY COURT: _____

URBAN: _____ SUBURBAN: _____ RURAL: _____

Please furnish the data requested by the following questions as accurately as possible. A realistic approximation is considered a sufficient answer should factual calculations not be easily available.

STATISTICAL

1. How many cases involving juvenile offenders were tried by your court during the years 1973 and 1974?

2. How many truancy cases were tried by your court during the years 1973 and 1974?

3. Of these truancy cases, how many involved juveniles were:

   a. less than 14 years of age?
   b. "repeaters" with respect to truancy cases?
   c. offenders in other juvenile court cases?
   d. non-white?

4. How many cases in your court during the years 1973 and 1974 involved juvenile offenders who were school dropouts?

5. What is the professional staff size of your court?

6. Does your community have in operation any programs to assist juveniles who encounter problems in school? If so, please list.

7. Has the local probation department established specialized programs of a remedial and tutorial nature, working in cooperation with community youth-serving agencies? If so, please list.

PERSONAL OPINION

1. Which aspects of Virginia's laws affecting juveniles do you regard as most in need of revision?

2. What are the biggest problems with which the juvenile court in your community must deal?

3. What are the most significant problems with the Compulsory Attendance Law?

4. Should the age limits of the Compulsory Attendance Law be changed, and, if so, what should they be?

5. Do you have specific suggestions as to how the schools may deal more effectively with truants?

6. To what extent do you feel that the Compulsory Attendance Law results in keeping students in school to their individual detriment?

7. To what extent do you feel that the Compulsory Attendence Law results in keeping students in school to the detriment of the school system?

8. Do you suggest any alternatives which would ameliorate any problems identified in (6) or (7)?

9. To what extent do you view the youthful dropout as hindered in the labor market by existing laws?

10. In your opinion, in what ways are your local public schools particularly good?

11. What do you believe to be the greatest problems with which the public schools in your community must deal?

12. Are there many court-released dropouts from schools in your community?

13. How important are schools to one's future success?

Extremely important___Fairly important___Not too important___

Return to: Walter H. Ryland
Assistant Attorney General
Supreme Court Building
1101 East Broad Street
Richmond, Virginia 23219

LD2687

SENATE JOINT RESOLUTION NO. 60

Offered February 15, 1974

Directing the State Board of Education to study the relation between truancy and more serious juvenile delinquency and the possible contributory effect of laws in the area of compulsory school attendance, child labor, workmen's compensation, and other related areas, and to make recommendations for needed modification of said laws.

Patrons—Messrs. Walker and McNamara

Referred to the Committee on Rules

Whereas, Virginia is faced with a rising juvenile delinquency rate; and

Whereas, the preponderant proportion of juvenile offenders are chronic truants from school; and

Whereas, numerous studies by educators, social workers, and law-enforcement personnel have reviewed the causes of juvenile delinquency and have found that the lack of legitimate alternatives to compulsory formal school for youths who either cannot or will not profit by further school attendance is a significant factor; and

Whereas, as many as twenty-five per centum to fifty per centum of pupils assigned to some secondary schools in Virginia are truant from school on a given day in defiance of the law; and

Whereas, court action to enforce the compulsory attendance law for so many offenders is manifestly impossible; and

Whereas, experience in thousands of cases that have been referred for court action has shown that such action is not generally effective in keeping them in school but does have the adverse effect of contributing to further contempt for law; and

Whereas, a multiplicity of professional and paraprofessional persons who devote much or all of their time to combating the growing truancy problem at a cost of many thousands of dollars annually has not availed to staunch the trend; and

Whereas, pupils forced to attend school against their will create crises in the classrooms and on the campuses and are responsible for much of the current unrest in the State's schools; and

Whereas, it now appears that child labor legislation designed to

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protect the young against exploitation is now working against them by denying them the basic right to hold a job when this is a more appropriate role; and

Whereas, other related laws make it impractical for potential employers to hire the young even with special permission; and

Whereas, it is widely believed by child-serving professional people and agencies that the endeavor of out-of-school youth would welcome the opportunity to become contributing members of the Commonwealth's society rather than an additional drain on welfare funds; now, therefore, be it

Resolved by the Senate of Virginia, the House of Delegates concurring, That the State Board of Education is hereby directed to conduct a study of all laws pertaining to compulsory school attendance, child labor, workmen's compensation, and any other laws having effect toward barring adolescent youths from the legitimate choice of constructive alternatives to school attendance without special permissions or actions and that said Board make positive recommendations for modifying such existing laws to meet current needs.

The Board shall make its report to the Governor and General Assembly not later than September one, nineteen hundred seventy-five four.

Official Use by Clerks

Agreed to By The Senate	Agreed to By The House of Delegates
with / without amendment	with / without amendment
Date:	Date: .....
.....	.....
Clerk of the Senate	Clerk of the House of Delegates